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AIRPORT MASTER PLAN - 1998 HISTORIC PRESERVATION

INTRODUCTION

Preserving historic properties as important reflections of our American heritage became a national policy through the passage of the *Antiquities Act of 1906*, the *Historic Sites Act of 1935* and the *National Historic Preservation Act of 1966*.

The *Historic Sites Act* authorized the U.S. Secretary of the Interior to identify and recognize properties of national significance in United States history and archeology. These are recognized as National Historic Landmarks.

The *National Historic Preservation Act of 1966* authorized the Secretary to expand this recognition to properties of local and State significance in American history, architecture, archeology, engineering, and culture, and worthy of preservation. The National Register of Historic Places is the official list of these recognized properties, and is maintained and expanded by the National Park Service on behalf of the Secretary of the Interior.

The National Register of Historic Places documents the appearance and importance of districts, sites, buildings, structures, and objects significant in our prehistory and history. These properties represent the major patterns of our shared local, State, and national experience.

To guide the selection of properties included in the National Register, the National Park Service has developed the *National Register Criteria for Evaluation*. These criteria are standards by which every property that is nominated to the National Register is judged. In addition, the National Park Service has developed criteria for the recognition of nationally significant properties, which are designated National

Section approved by PAC 03/17/98

recognition of nationally significant properties, which are designated National Historic Landmarks and prehistoric and historic units of the National Park System. Both these sets of criteria were developed to be consistent with the Secretary of the Interior's *Standards and Guidelines for Archeology and Historic Preservation*, which are uniform, national standards for all federally funded preservation activities.

CRITERIA FOR
EVALUATION AND
INCLUSION ON THE
NATIONAL REGISTER

In order for a property to qualify for the National Register it must meet one of the National Register Criteria for Evaluation by:

- ▶ Being associated with an important historic context and
- ▶ Retaining historic integrity of those features necessary to convey its significance.

Information about the property based on physical examination and documentary research is necessary to evaluate a property's eligibility for the National Register.

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- A. That are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. That are associated with the lives of persons significant in our past; or
- C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. That have yielded, or may be likely to yield, information important in prehistory or history.

HISTORIC
CONTEXTS

The significance of a historic property can be judged and explained only when it is evaluated within its *historic context*. Historic contexts are those patterns or trends in history by which a specific occurrence, property, or site is understood and its meaning (and ultimately its significance) within history or prehistory is made clear. Historians, architectural historians, folklorists, archeologists, and anthropologists use different words to describe this phenomena such as trend, pattern, theme, or cultural

affiliation, but ultimately the concept is the same.

The concept of historic context has been fundamental to the study of history since at least the 18th century. Its core premise is that resources, properties, or happenings in history do not occur in a vacuum but rather are part of larger trends or patterns.

In order to decide whether a property is significant within its historic context, the following five things must be determined:

- ▶ The facet of prehistory or history of the local area, State, or the nation that the property represents;
- ▶ Whether that facet of prehistory or history is significant;
- ▶ Whether it is a type of property that has relevance and importance in illustrating the historic context;
- ▶ How the property illustrates that history; and finally
- ▶ Whether the property possesses the physical features necessary to convey the aspect of prehistory or history with which it is associated.

If the property being evaluated does represent an important aspect of the area's history or prehistory *and* possesses the requisite quality of *integrity*, then it qualifies for the National Register.

The historic context of a property must be identified as to what the property represents: the theme (or themes), geographical limits and chronological period that provide a perspective from which to evaluate the property's significance.

In accordance with the National Register Criteria, the historic context may relate to one or more of the following:

- ▶ An event, a series of events or activities, or patterns of an area's development;
- ▶ Association with the life of an important person;
- ▶ A building form, architectural style, engineering technique, or artistic values, based on a stage of physical development, or the use of a material or method of construction that shaped the historic identity of an area; or
- ▶ A research topic with information potential.

HISTORIC INTEGRITY

Integrity is the ability of a property to convey its significance. To be listed in the National Register of Historic Places, a property must not only be shown to be significant under the National Register criteria, but it also must have integrity. The evaluation of integrity is sometimes a subjective judgment, but it must always be grounded in an understanding of a property's physical features and how they relate to its significance.

Historic properties either retain integrity (that is, convey their significance) or they do not. Within the concept of integrity, the National Register criteria recognizes seven aspects or qualities that, in various combinations, define integrity.

These are listed in the sidebar at right.

To retain historic integrity a property will always possess several, and usually most, of the aspects. The retention of specific aspects of integrity is paramount for a property to convey its significance. Determining *which* of these aspects are most important to a particular property requires knowing why, where, and when the property is significant.

- ▶ Location
- ▶ Design
- ▶ Setting
- ▶ Materials
- ▶ Workmanship
- ▶ Feeling
- ▶ Association

Location

Location is the place where the historic property was constructed or the place where the historic event occurred.

The relationship between the property and its location is often important to understanding why the property was created or why something happened. The actual location of a historic property, complemented by its setting, is particularly important in recapturing the sense of historic events and persons. Except in rare cases, the relationship between a property and its historic associations is destroyed if the property is moved.

Design

Design is the combination of elements that create the form, plan, space, structure, and style of a property.

It results from conscious decisions made during the original conception and planning of a property (or its significant alteration) and applies to activities as diverse as community planning, engineering, architecture, and landscape architecture. Design includes such elements as organization of space, proportion, scale, technology, ornamentation, and materials.

A property's design reflects historic functions and technologies as well as aesthetics. It includes such considerations as the structural system; massing; arrangement of spaces; pattern of fenestration; textures and colors of surface materials; type, amount, and style of ornamental detailing; and arrangement and type of plantings in a

designed landscape.

Design can also apply to districts, whether they are important primarily for historic association, architectural value, information potential, or a combination thereof. For districts significant primarily for historic association or architectural value, design concerns more than just the individual buildings or structures located within the boundaries. It also applies to the way in which buildings, sites, or structures are related: for example, spatial relationships between major features; visual rhythms in a streetscape or landscape plantings; the layout and materials of walkways and roads; and the relationship of other features, such as statues, water fountains, and archeological sites.

Setting

Setting is the physical environment of a historic property.

Whereas location refers to the specific place where a property was built or an event occurred, setting refers to the *character* of the place in which the property played its historical role. It involves *how*, not just *where*, the property is situated and its relationship to surrounding features and open space.

Setting often reflects the basic physical conditions under which a property was built and the functions it was intended to serve. In addition, the way in which a property is positioned in its environment can reflect the designer's concept of nature and aesthetic preferences.

The physical features that constitute the setting of a historic property can be either natural or manmade, including such elements as:

- ▶ Topographic features (a gorge or the crest of a hill);
- ▶ Vegetation;
- ▶ Simple manmade features (paths or fences); and
- ▶ Relationships between buildings and other features or open space.

These features and their relationships should be examined not only within the exact boundaries of the property, but also between the property and its *surroundings*. This is particularly important for districts.

Materials

Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.

The choice and combination of materials reveal the preferences of those who created the property and indicate the availability of particular types of materials and technologies. Indigenous materials are often the focus of regional building traditions

and thereby help define an area's sense of time and place.

A property must retain the key exterior materials dating from the period of its historic significance. If the property has been rehabilitated, the historic materials and significant features must have been preserved. The property must also be an actual historic resource, not a recreation; a recent structure fabricated to look historic is not eligible. Likewise, a property whose historic features and materials have been lost and then reconstructed is usually not eligible.

Workmanship

Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.

It is the evidence of artisans' labor and skill in constructing or altering a building, structure, object, or site. Workmanship can apply to the property as a whole or to its individual components. It can be expressed in vernacular methods of construction and plain finishes or in highly sophisticated configurations and ornamental detailing. It can be based on common traditions or innovative period techniques.

Workmanship is important because it can furnish evidence of the technology of a craft, illustrate the aesthetic principles of a historic or prehistoric period, and reveal individual, local, regional, or national applications of both technological practices and aesthetic principles. Examples of workmanship in historic buildings include tooling, carving, painting, graining, turning, and joinery.

Feeling

Feeling is a property's expression of the aesthetic or historic sense of a particular period of time.

It results from the presence of physical features that, taken together, convey the property's historic character. For example, a rural historic district retaining original design, materials, workmanship, and setting will relate the feeling of agricultural life in the 19th century.

Association

Association is the direct link between an important historic event or person and a historic property.

A property retains association if it is the place where the event or activity occurred and is sufficiently intact to convey that relationship to an observer. Like feeling, association requires the presence of physical features that convey a property's historic character. For example, a Revolutionary War battlefield whose natural and manmade elements have remained intact since the 18th century will retain its quality of association with the battle.

Because feeling and association depend on individual perceptions, their retention *alone* is never sufficient to support eligibility of a property for the National Register.

THE HISTORIC PRESERVATION FUND (HPF)

The Historic Preservation Fund (HPF) is comprised of federal monies used to provide matching grants to States, Territories, and the Freely Associated States (Micronesia) to support historic preservation activities as specified in the National Historic Preservation Act. The HPF also provides grants to Indian tribes, Alaska Natives, and Native Hawaiians and matching grants to preserve threatened historic buildings located on the campuses of Historically Black Colleges and Universities. The Historic Preservation Fund (HPF) is authorized by Section 108 of the *National Historic Preservation Act*, as amended (16 U.S.C. 470 et seq.).

HPF grants, which are administered by the National Park Service, provide partial financial support to State Historic Preservation Offices (SHPOs) carrying out statutory responsibilities under the National Historic Preservation Act. Federal regulations regarding these statutory responsibilities can be found in 36 CFR 61. States carry out preservation activities directly and through subgrants and contracts with public and private agencies and organizations, higher educational institutions, and private individuals. SHPOs may choose to help preserve historic properties, which must be listed on the National Register, by subgranting funds for historic resource surveys, preservation plans, historic structures analyses, and may, to a limited extent, restore such properties owned by other state or local government agencies, private organizations, and individuals.

HPF grants are funded to the states on a 60 percent matching share basis. This means that for every \$3,000 the Federal governments offers to a SHPO, the SHPO must provide \$2,000 (for a total of \$5,000) in order to keep the federal share. By law, matching share requirements do not apply to grants to the Freely Associated States and territories (except for Puerto Rico).

These grants are matched by the SHPO's "partners and customers," i.e., their own state government, local governments, non-profit organizations, businesses, educational institutions, and interested individuals.

The State of Arizona provides Historic Preservation funding through its Historic property rehabilitation program and fund, which is administered by the state parks board. Monies in the historic property rehabilitation grants fund are used for the purpose of providing state monies up to an amount equal to the amount of cash, materials and labor from any other source for the rehabilitation of buildings, structures, archeological sites and objects (a 50/50 funding match). Funded properties must be either publicly owned or owned by a nonprofit entity, and must be listed National Register of Historic Places.

THE ARIZONA
HERITAGE FUND

Arizona's annual allocation from the federal HPF is \$55,000. Grants are only allocated to Certified Local Governments (CLGs). CLGs are local governments which have established a preservation commission whose purpose and goal is to preserve historic resources according to the Secretary of the Interior's Standards.

In November, 1990, the citizens of Arizona approved a ballot initiative, ARS 41,503, that established the Arizona State Parks Board (ASPB) Heritage Fund. This law makes \$20 million available from the proceeds of the Arizona Lottery to Arizona communities to be used for cultural and recreational activities. Half of this amount (\$10 million) is allocated to the Arizona Game & Fish Department and half to Arizona State Parks.

The annual allocation for the historic preservation component of the Arizona Heritage Fund is \$1.7 million. This grant program is administered by the ASPB staff through the State Historic Preservation Office (SHPO).

Arizona's State Historic Preservation Officer is: Mr. James Garrison
State Historic Preservation Officer
Office of Historic Preservation
Arizona State Parks
1300 W. Washington
Phoenix, Arizona 85007
Telephone: (602) 542-4009

In order to qualify for Arizona Heritage Fund grants, historic resources must either be listed in the Arizona or National Register of Historic Places, or must be determined eligible by SHPO to be listed in the Arizona Register.

Examples of eligible activities include (but are not limited to): Structural stabilization, exterior stabilization, rehabilitation, restoration, planning and feasibility studies, roof and window repair and/or replacement, structural or condition assessment reports, archeological site stabilization or development, educational projects, nomination documentation for inclusion on the National Register of Historic Places, acquisition costs for endangered properties, and purchase of easements for resources under pressure or for endangered properties.

All incorporated municipalities such as towns and cities, county and state agencies, Certified Local Governments (CLGs), Indian Tribes, educational institutions, and private non-profit organizations are eligible to apply for Arizona Heritage Grant funds.

The fund is a reimbursement program, which means that costs must be incurred and paid by the participant during the project period prior to requesting reimbursement

from the State. The match percentage may vary, but the most common match is 60/40, with the State providing 60% and the participant providing 40% of the approved project costs.

THE INTERMODAL
SURFACE
TRANSPORTATION
EFFICIENCY ACT OF
1991 (ISTEA)

In December 1991, President Bush signed the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 providing authorizations for highways, highway safety, and mass transportation for the next 6 years. Total funding of about \$155 billion was made available in fiscal years (FY) 1992-1997.

Some of the major provisions of the act include:

- ▶ A National Highway System (NHS), consisting primarily of existing Interstate routes and a portion of the Primary System, was established to focus Federal resources on roads that are the most important to interstate travel and national defense, roads that connect with other modes of transportation, and are essential for international commerce.
- ▶ State and local governments are given more flexibility in determining transportation solutions, whether transit or highways, and the tools of enhanced planning and management systems to guide them in making the best choices.
- ▶ New technologies, such as intelligent vehicle-highway systems and prototype magnetic levitation systems, are funded to push the Nation forward into thinking of new approaches in providing 21st Century transportation.
- ▶ The private sector is tapped as a source for funding transportation improvements. Restrictions on the use of Federal funds for toll roads have been relaxed and private entities may even own such facilities.
- ▶ The Act continues discretionary and formula funds for mass transit.
- ▶ Highway funds are available for activities that enhance the environment, such as wetland banking, mitigation of damage to wildlife habitat, enhancement or preservation of historic sites, activities that contribute to meeting air quality standards, a wide range of bicycle and pedestrian projects, and highway beautification.
- ▶ Highway safety is further enhanced by a new program to encourage the use of safety belts and motorcycle helmets.
- ▶ State uniformity in vehicle registration and fuel tax reporting is required. This was included to ease the record keeping and reporting burden on businesses and to contribute substantially to increased productivity of the truck and bus

industry.

Although the ISTEA appears to focus on highway, rail and mass transit, funding of airport historic properties is not specifically excluded.

NATIONAL REGISTER
ELIGIBILITY OF
EXISTING BUILDINGS
AT WINSLOW

Two existing buildings on the airport property are being considered for inclusion in the National Register of Historic Places. These are the T.A.T. Hangar and the Terminal Building. Both of these structures were constructed in 1929 by Transcontinental Air Transport (T.A.T.), the precursor to Trans World Airways (TWA). The buildings were part of a system of airports that were constructed to serve as stopover points for the first transcontinental airline route, an important milestone in the development of air commerce in the U.S.

A detailed description of the history of this era and the role of the Winslow airport and these buildings is included in Section 1 (Introduction, Background & Inventory).

Historic Context

In order to qualify for listing on the National Register, a property must convey its historic context in terms of an event, series of events or patterns of an area's development. The T.A.T. Hangar and Terminal Building serve as a significant illustration of the beginnings of commercial aviation in the United States and the state of Arizona. They are the last remaining examples of the system of similar facilities constructed in the late 1920's that linked the east and west coasts of the United States. The two buildings were first used for the inaugural transcontinental Ford Tri-Motor airline service, beginning in 1929, and have remained in continuous use in either airline or general aviation service roles ever since.

A property may also qualify for National Register listing if associated with the life of an important person. Charles Lindbergh was a technical advisor to T.A.T. during the design and construction of the Winslow airport and the buildings. He flew the inaugural eastbound transcontinental flight into Winslow from Glendale, California, spent the night in town and then took off in the first westbound Tri-Motor, landed in Kingman and returned to Glendale.

Another criteria for listing in the National Register is architectural style, method of construction, or engineering technique representative of a period. Both buildings are significant as examples of the architectural design and construction techniques of the era. The T.A.T. Hangar's exterior siding and sliding door system may be one of the last remaining examples of this type of structural treatment.

Historic Integrity

Location is the place where the historic property was constructed or the place where the historic event occurred. The existing Terminal and T.A.T. Hangar are in the location

(the airport) where the historic events occurred, and thus qualify for listing under this criteria.

Design is the combination of elements that create the form, plan, space, structure, and style of a property. The T.A.T. Hangar's original design integrity is evident in that it has not changed in appearance, form or basic function since its construction.

Although the interior of the Terminal Building has been refurbished over the years, with the addition of an airline ticketing desk, wall paneling and floor treatments, its organization of space utilization has remained substantially intact. The Terminal Building's exterior, with its viga poles, peeled pole columns and exposed beams, stucco wash and parapet walls, is a fine example of Southwestern architecture. The Terminal's exterior remains substantially in its 1929 form. A notable exception is the removal of a covered walkway awning, which extended from the building entrance to the aircraft. This feature survived until at least the late 1970's. Photographic evidence of the awning exists, and it could be replicated.

Setting is the physical environment of a historic property. The setting of a property refers to the character of the place where the historic events occurred. Since the Winslow Airport has been in continuous operation since its 1929 construction, the Terminal Building and T.A.T. Hangar's setting remains substantially intact. A possible exception to this is the construction of the Restaurant, located immediately adjacent to the Terminal Building.

The airport's terminal area has remained in its designed functional role throughout its existence and through rapid aviation technological advances.

Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property. The exterior architectural treatment of the Terminal Building reveal a regional building tradition that was popularized in the Southwest during the early part of the twentieth century. The design replicates the adobe structures of the previous century, which were based on the functional priority of using available indigenous materials in a frontier environment.

The T.A.T. Hangar is an example of early 1900's steel construction. The unique steel exterior siding panels are, for the most part, still in place. The panels on about one half of the north wall have been replaced with a common corrugated steel material as a result of storm damage. This could be restored by replicating the original steel panels.

Both buildings substantially retain the original key exterior materials dating from their period of historic significance.

Workmanship is the physical evidence of the crafts of a particular culture or people during

any given period in history or prehistory. The Terminal Building exhibits hand craftsmanship typical of the period in the fabrication of its viga poles, exterior columns and beams, and in the stuccoed exterior walls. The T.A.T. Hangar's exhibits unique workmanship in the construction of the exterior wall system.

Feeling is a property's expression of the aesthetic or historic sense of a particular period of time. The presence and qualities of the 1929 Terminal Building and T.A.T. Hangar taken together with the airport's setting continue to convey the historic character of the infancy of aviation in the U.S.

Association is the direct link between an important historic event or person and a historic property. The Terminal Building and Hangar have remained substantially intact in form and function since their construction and original use in 1929. The association between the historic events that actually occurred here is conveyed through the existing physical features, and can be enhanced by placing emphasis on the historic events by installation of interpretive and informational exhibits.

Consultant's
Recommendations

The Winslow airport's terminal area contains two unique relics from the infancy of the U.S. airline industry. The Terminal Building and the T.A.T. Hangar appear to be excellent candidates for inclusion on the National Register of Historic Places, and for possible funding participation through the federal Historic Preservation Fund (HPF), the Arizona Heritage Fund, and the ISTE A.

If the buildings were to be relocated or substantially modified, there is the risk that they would lose the historic integrity necessary to convey the sense of the events and of the historic period. They probably would no longer qualify for inclusion on the National Register or for grant funding.

The consultant's recommendation is that application be made to place the Terminal Building and the T.A.T. Hangar on the National and State Register of Historic Places, and that they be renovated in accordance with the Secretary of the Interior's *Standards and Guidelines for Archeology and Historic Preservation (Federal Register, Vol. 48, No. 190 - September 29, 1983)*.

The exterior of the existing Restaurant addition should be modified to harmonize with the Terminal Building's architecture, by removal of wood fascia overhangs, addition of stepping parapet walls, muntin windows and viga poles, and application of stucco to the existing masonry walls.

Removal of the existing chain link fencing, light poles, "Phillips 66" sign and other signage along the front of the Terminal and Restaurant will enhance the appearance of the building environment.

The section of modern corrugated steel siding on the north wall of the T.A.T.

Hangar should be replaced with custom-manufactured replica panels. The original Transcontinental Air Transport logo should be repainted above the hangar door (remove the words "Winslow Airport").

The following pages include photographs of the Terminal Building, Restaurant addition and the T.A.T. Hangar, in their original c1929 configurations, in 1954, and as they exist today.

Figure 3-1, at the end of this section, is a proposed renovation plan for the Terminal Building/Restaurant's airside elevation. Figure 3-2 illustrates the T.A.T. Hangar with the original 1929 T.A.T. logo restored (logo was approximated from photographic evidence).

Figure 3-3 is a flow diagram of the National Register of Historic Places nomination process (provided by the Arizona State Historic Preservation Office).

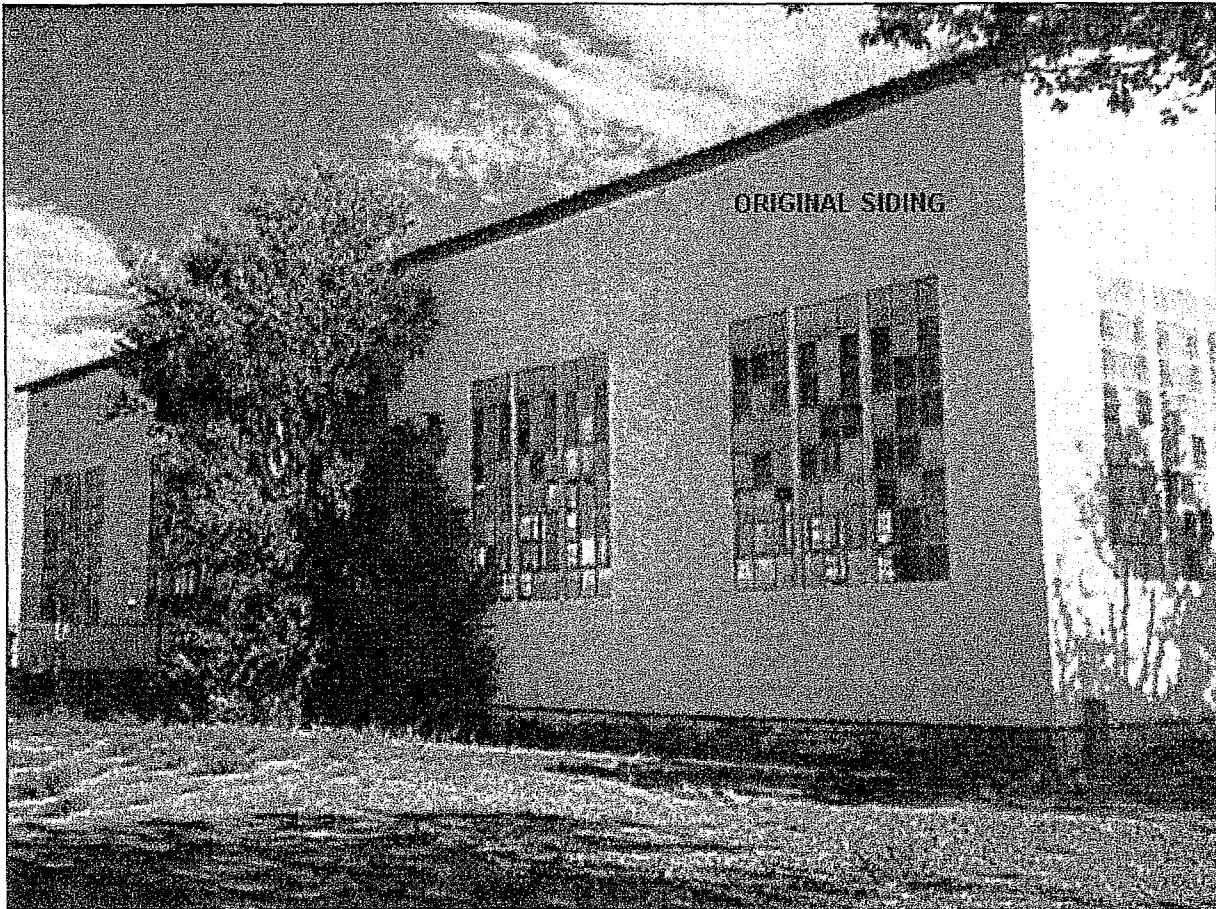
PLANNING
ADVISORY
COMMITTEE (PAC)
ACTIONS

In a scheduled meeting of the Winslow Planning Advisory Committee (PAC) on January 20, 1998, it was decided that application would be made to place only the T.A.T. Hangar on the National Register of Historic Places.

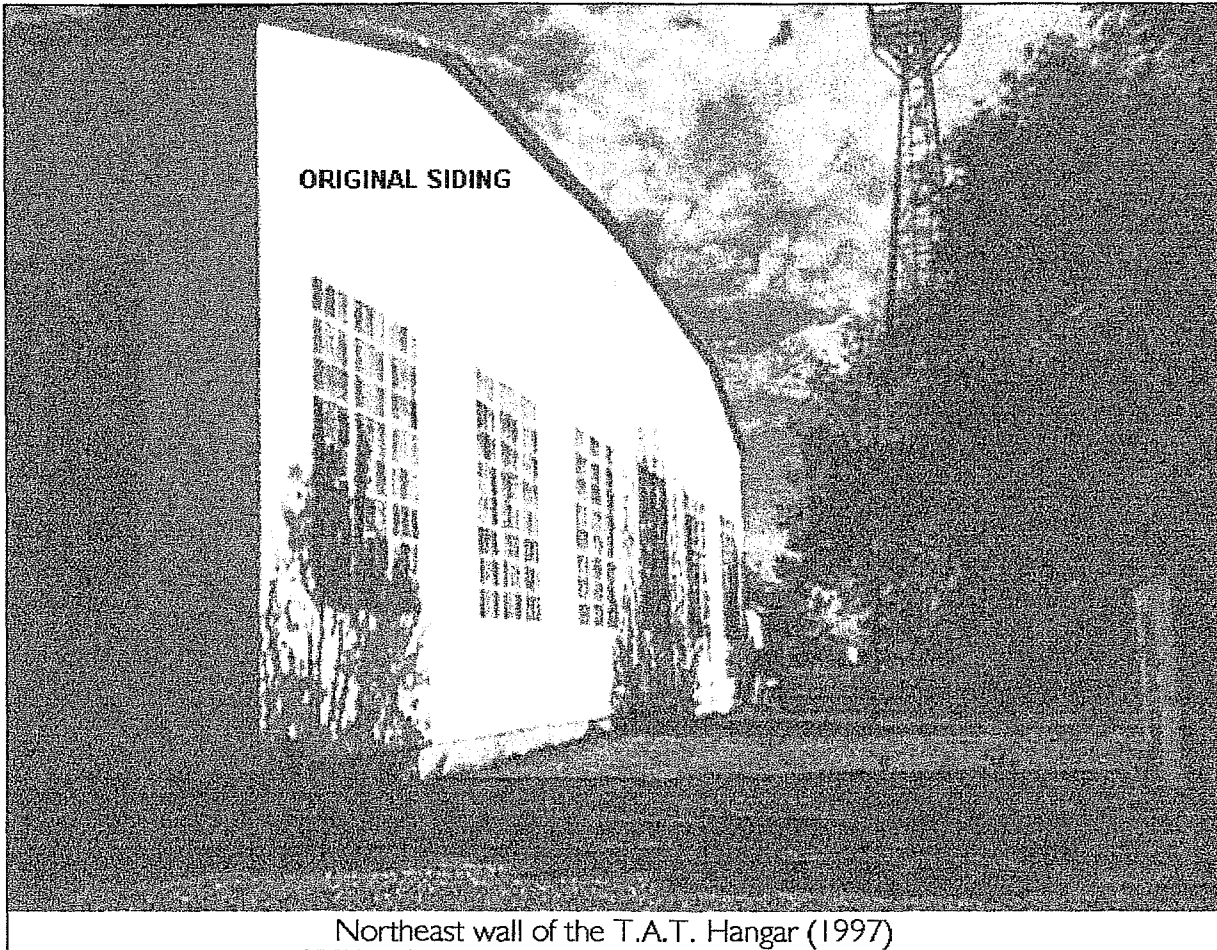
The PAC decided that the Terminal Building will be demolished and replaced in a new location because of the importance of straightening the Runway 11-29 parallel taxiway in the future (see Section 5, Development Alternatives - and Figure 5-5).



The T.A.T. Hangar - view to the northeast from the apron area (1997)

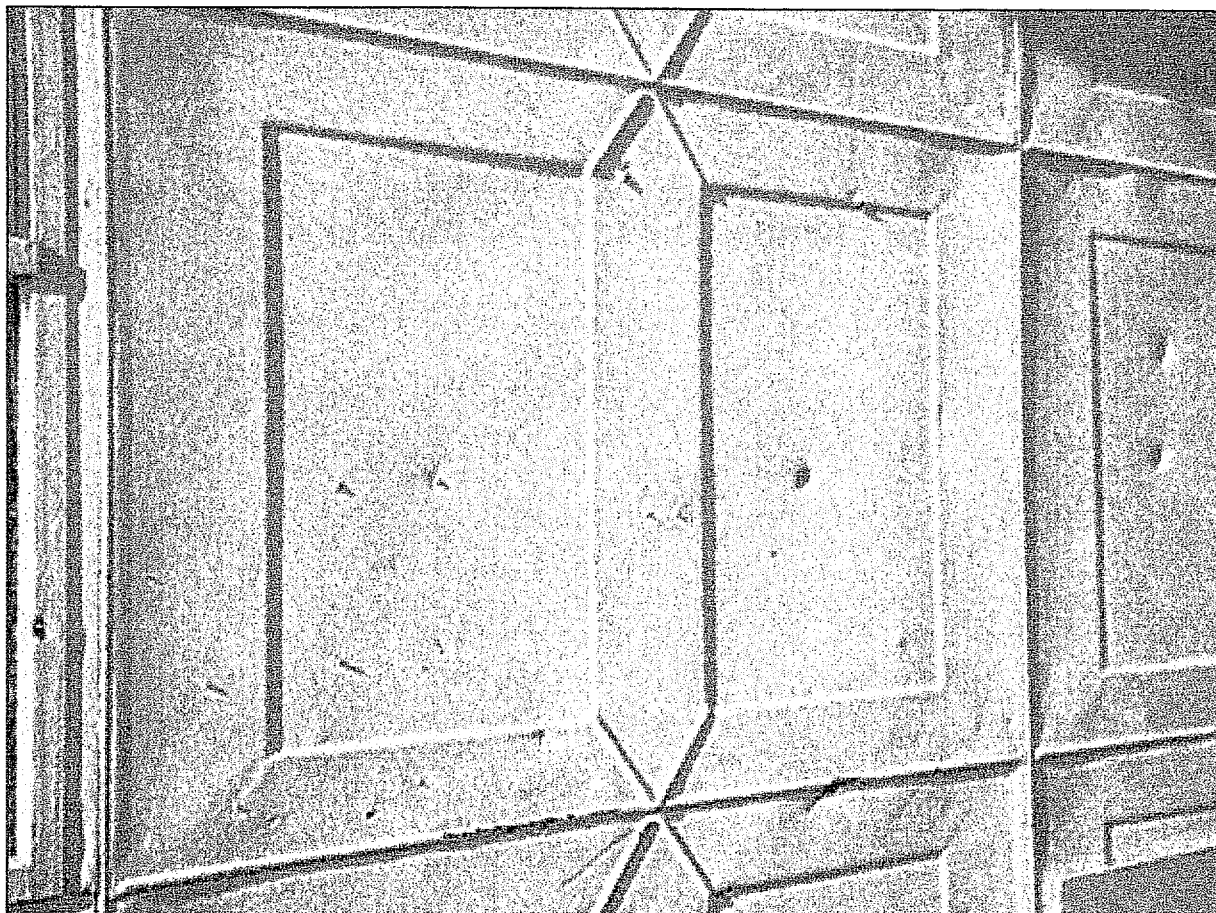


Southeast wall of the T.A.T. Hangar (1997)

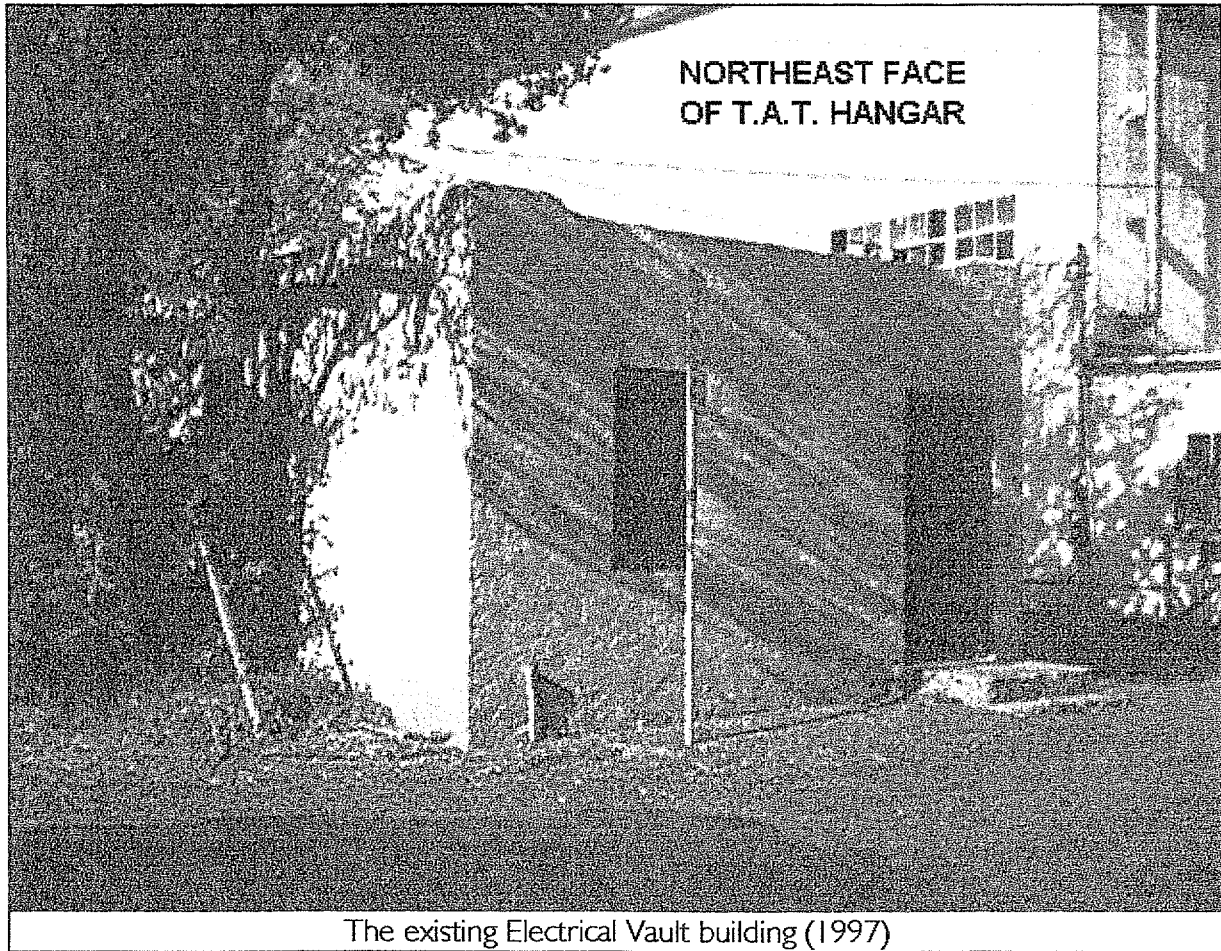


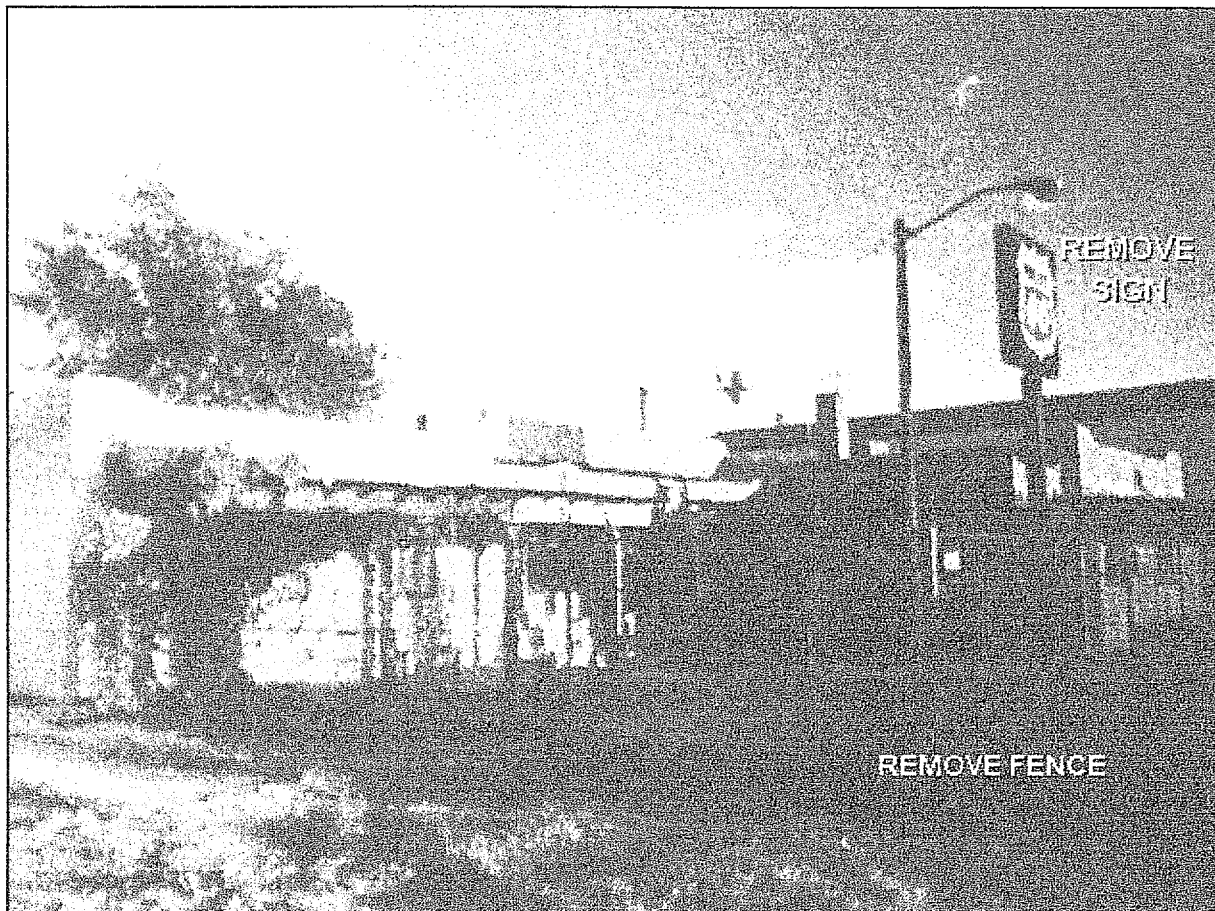


Northwest wall of the T.A.T. Hangar (1997)

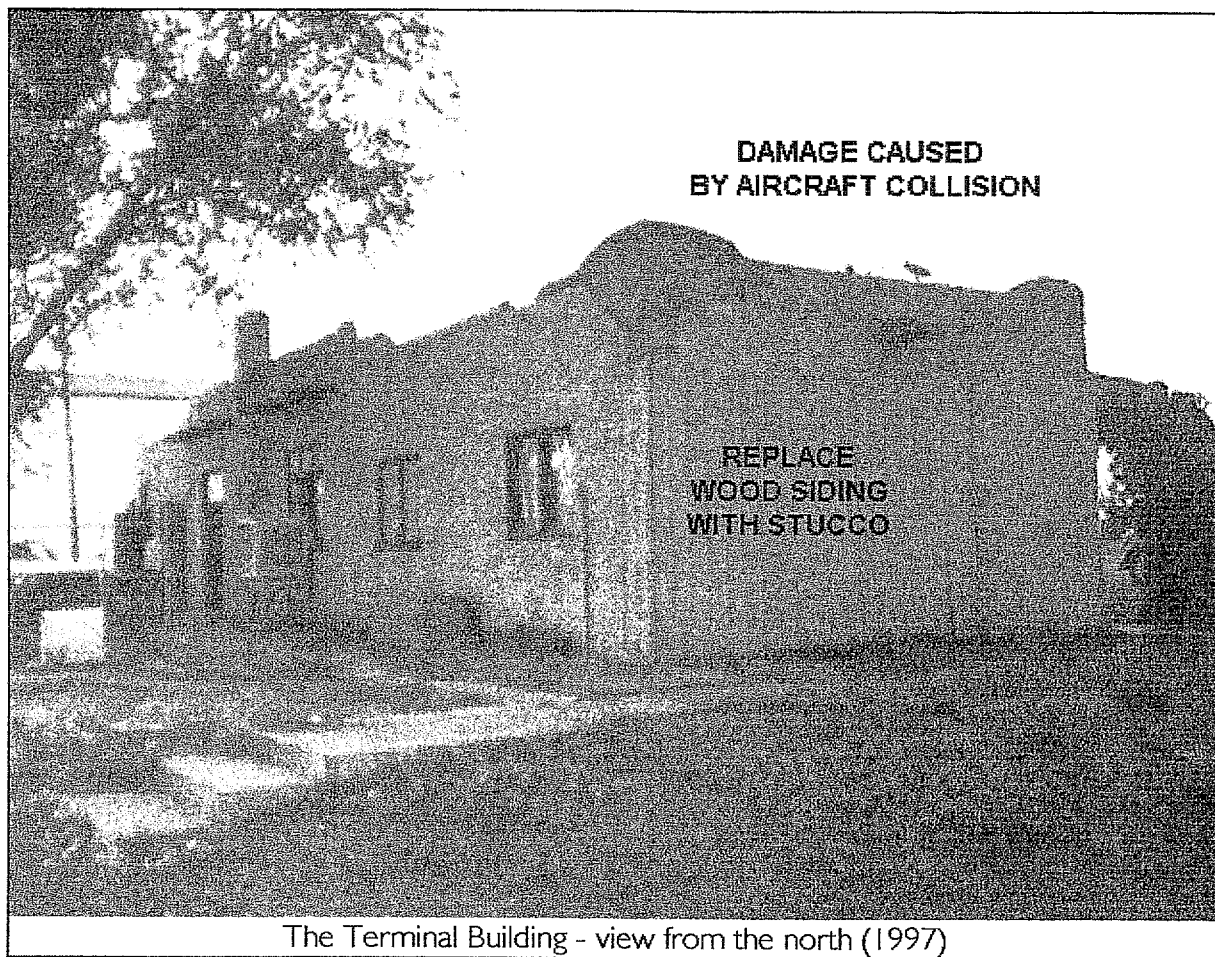


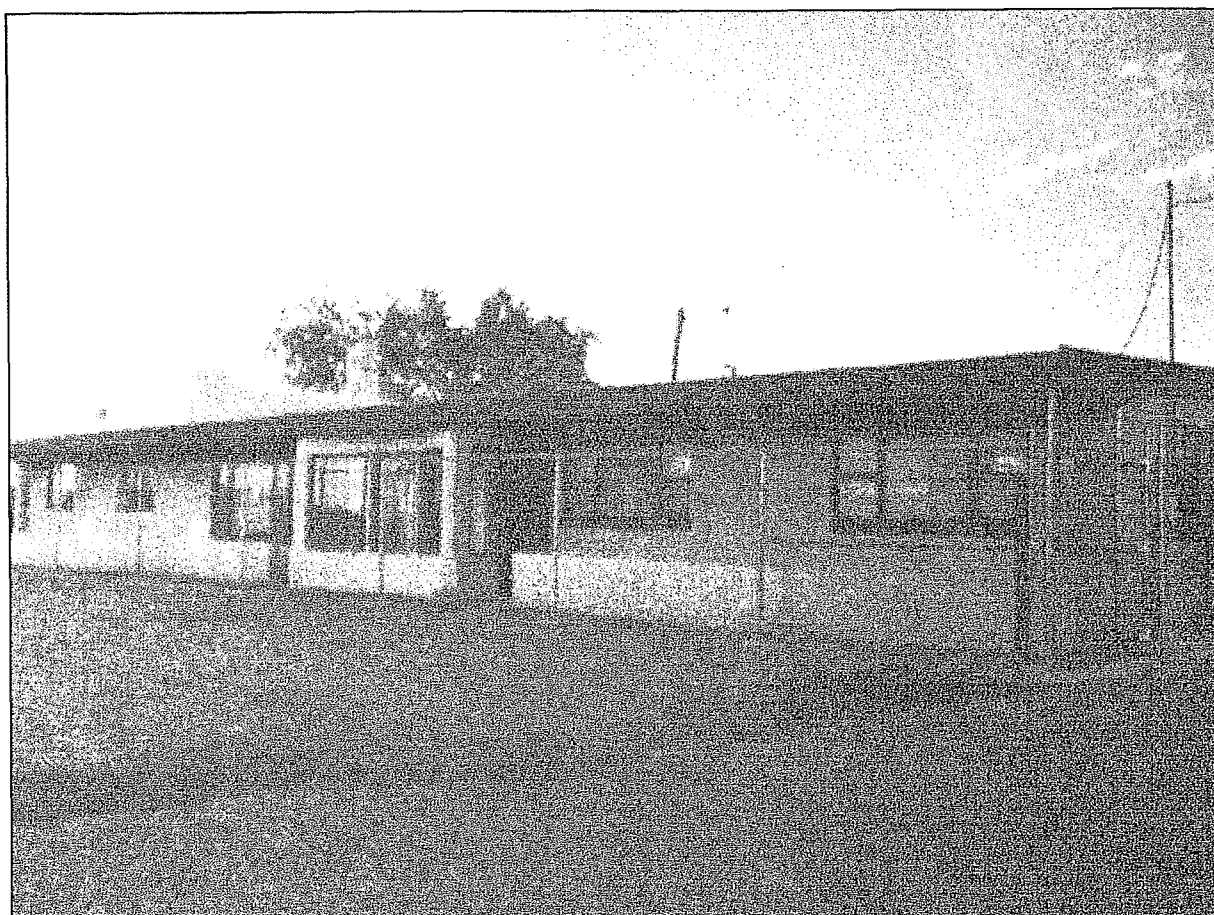
Typical 2'-8" x 4'-0" Siding Panels on T.A.T. Hangar (1997)



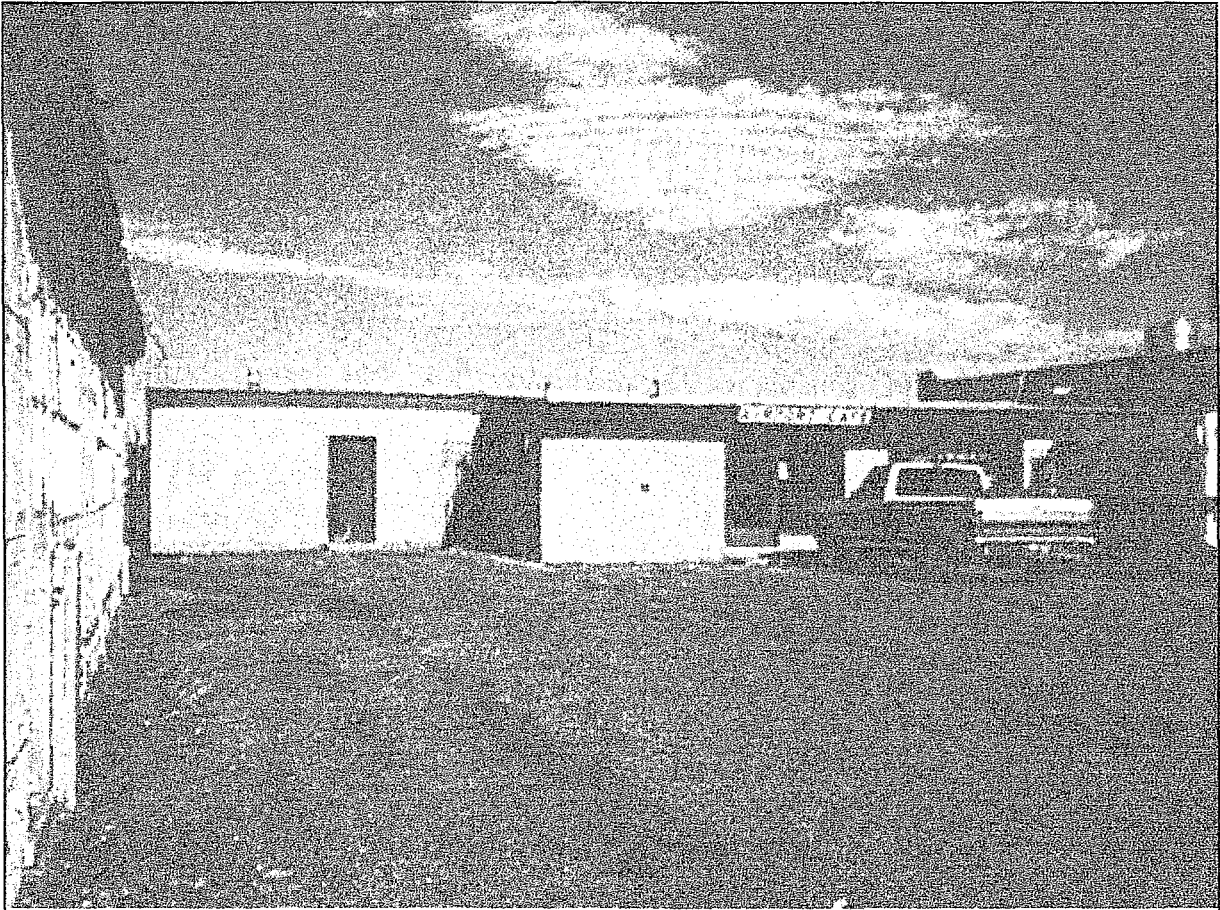


The Terminal Building - airside view from the apron (1997)

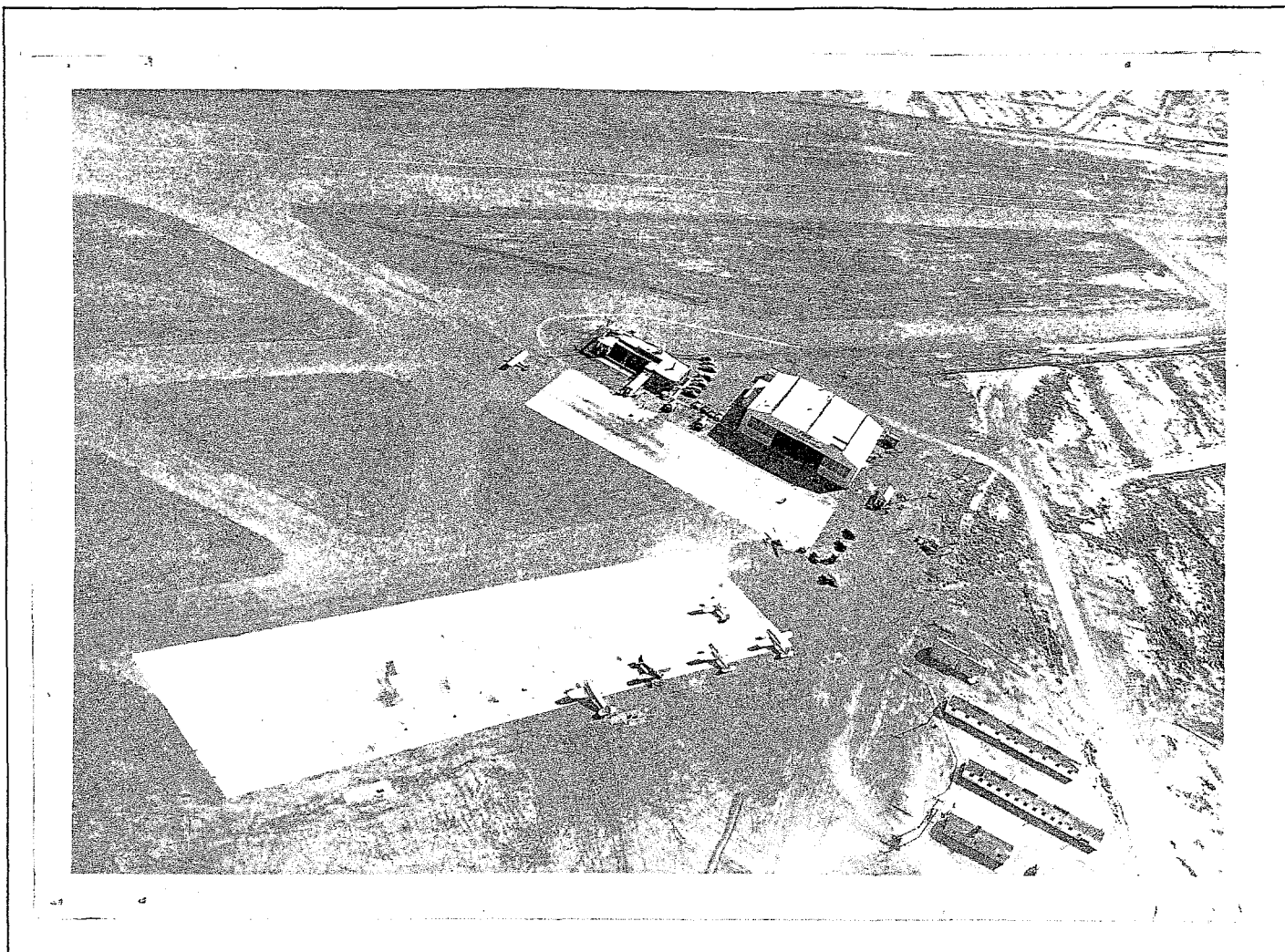




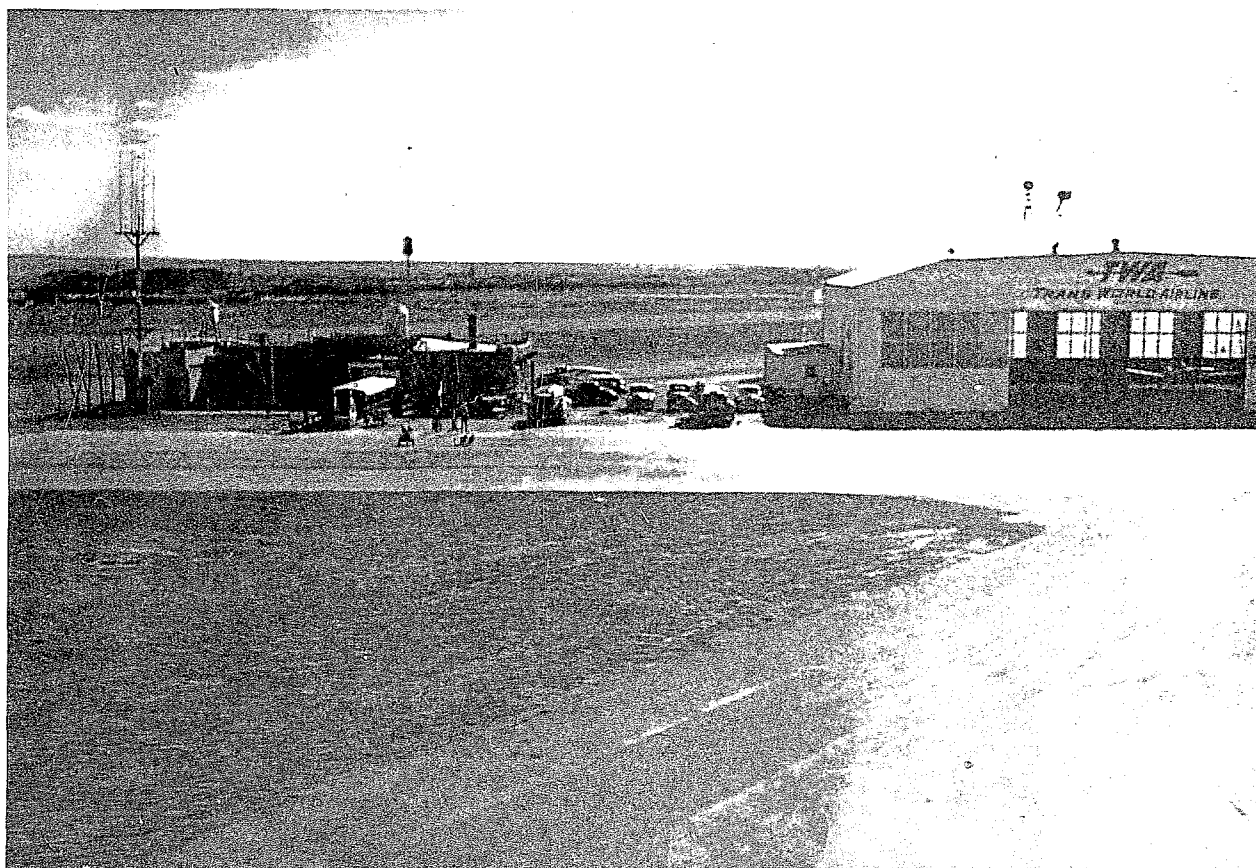
The Restaurant viewed from the south - airside view (1997)



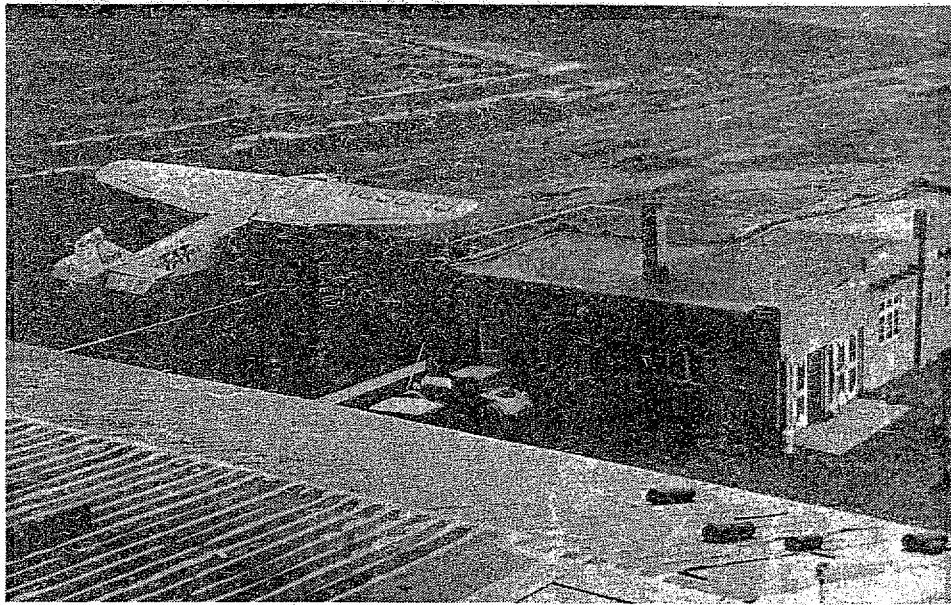
The Restaurant addition viewed from the northeast - landside (1997)



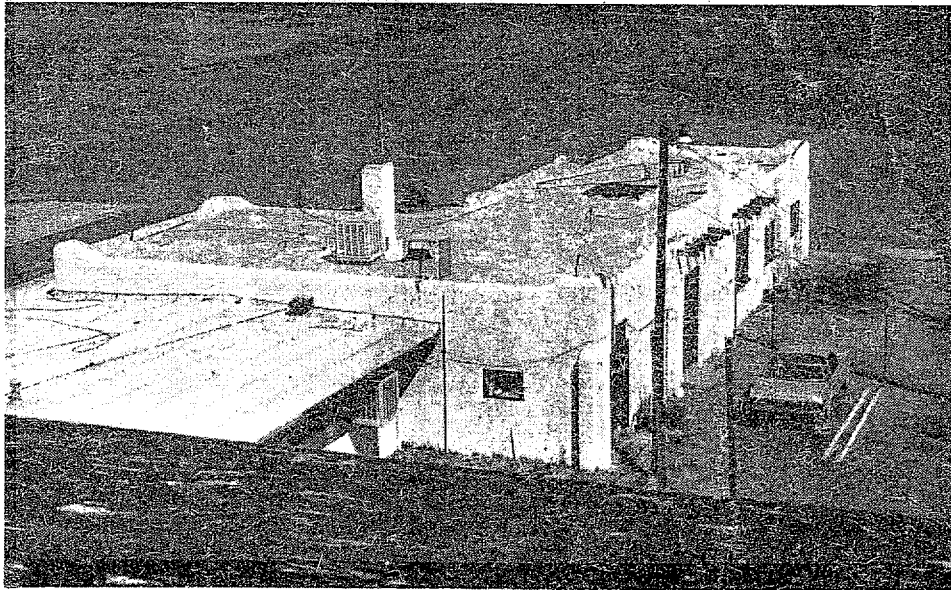
The photograph above was taken in 1954. It is an aerial view of the airport's terminal area, showing the Terminal Building and the T.A.T. Hangar (note the "TWA" logo on the hangar). The restaurant had not been constructed.



The photograph above, taken in 1954, shows the Terminal Building and the T.A.T. Hangar (note the "TWA" logo on the hangar). The covered walkway was still intact, and the hangar is apparently being used for small aircraft storage.

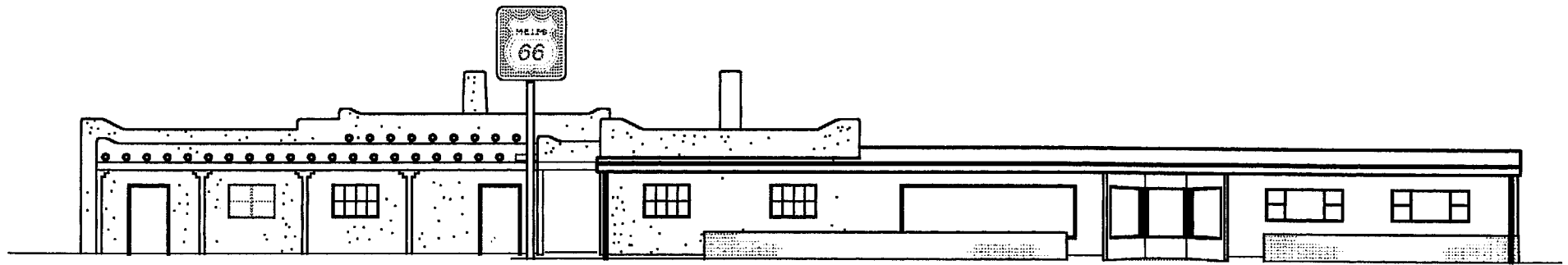


Fifty years ago — Winslow's adobe terminal with canopied walkway extending to the aircraft.

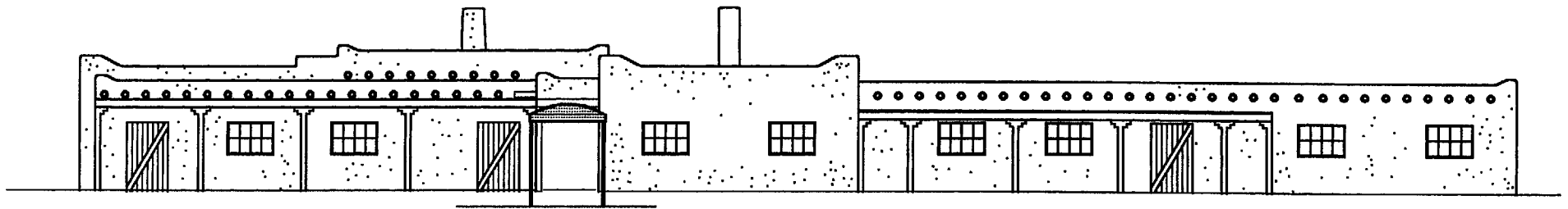


The photograph at the top was taken in 1929. It shows the Transcontinental Air Transport Ford Tri-Motor, the "City of Los Angeles" parked in front of the Terminal Building. The photo was apparently taken from the top of the T.A.T. Hangar (note that the hangar is in the process of being roofed).

The photo at the bottom was taken in 1979. The restaurant had not yet been constructed.



AIRSIDE ELEVATION - EXISTING
(CHAIN LINK FENCE NOT SHOWN)

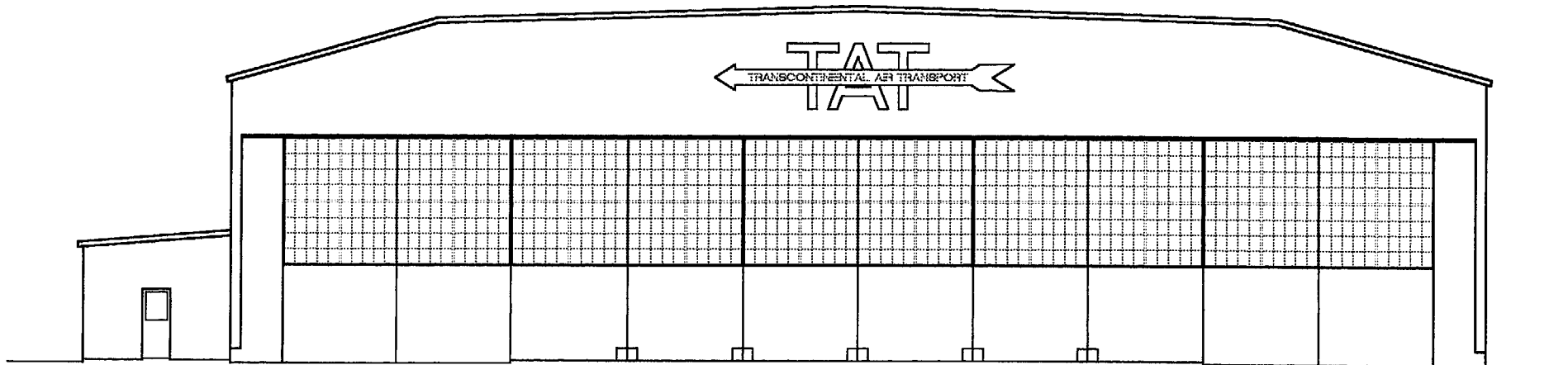


AIRSIDE ELEVATION - PROPOSED RENOVATION

**TERMINAL BUILDING and RESTAURANT
WINSLOW-LINDBERGH REGIONAL AIRPORT
AIRSIDE ELEVATIONS / EXISTING and PROPOSED**

REVISED: 12/19/97

**FIGURE
3-1**



T.A.T. HANGAR
WINSLOW-LINDBERGH REGIONAL AIRPORT
AIRSIDE ELEVATION WITH ORIGINAL LOGO

REVISED: 12/19/97

FIGURE
3-2

NATIONAL REGISTER OF HISTORIC PLACES NOMINATION PROCESS

